

The national situation in regards to youth radicalization and youth involvement in sports

Portugal

Radicalization and violent extremism in Portugal

The subject of terrorism and extremist and/or radical ideologies has had an increasing interest by the Portuguese governmental entities, the media, and the Portuguese society at large. In Portugal, violent extremism and radicalization related to far-right wing ideologies have increased, becoming a concerning factor for police entities and overcoming other themes such as *jihadist* radicalization.

Along with what has happened across Europe, in Portugal there have been a growing number of arguments and ideologies based primarily on ethnicity and scapegoating of minorities and immigrants for the country's social and economical frailties, alienating and marginalizing them. Given the type of migration that exists in the country, these arguments were directed at minorities that have been a part of the Portuguese social fabric for decades. Due to many historical reasons, Portugal is a cultural and social matrix with multiple influences, where racial and ethnical diversity are imprinted, albeit in smaller communities, as compared to other European countries. Most of the ethnical-racial minorities come from former colonies (mostly Brazil and Cape Verde), and the arrival of other migrational routes is a recent development. The political growth of the far right in the country is noticeable, with two political parties now, one of which had an elected member to the current Portuguese Parliament. On the other hand, a new element has emerged from a far-left party, which shows political polarization.

The developments in Portugal have demonstrated the danger of militant and far-right party supporters' speech, since it is based on hatred for other social groups on grounds of professional reasons, sexual orientation, race, ethnicity and culture, amongst others, which promotes social fragmentation and highlights stereotypes.

According to the 2018 *Relatório Anual da Comissão para a Igualdade e Contra a Discriminação Racial* (Annual Commission Report for Equality and Against Social Discrimination), tackling the subjects of equality and non-discrimination of racial or ethnical origin, nationality, ancestry and country of origin, 346 discrimination complaints were filed: 21,4% by Romani ; 17,6% by Black people; 13% by Brazilian people (Comissão para a Igualdade e Contra a Discriminação Racial, 2019).

In regards to terrorist crimes based on extreme political ideologies, from the 1990s to 2007 the far-right Portuguese parties and groups have been responsible for some events of murder, aggression and other hate crimes. In 2007, an investigation was carried out on these far-right groups, which ended with the conviction of 36 neo-Nazi individuals, including the *Frente Nacional* (National Front) leader and founder of the *Hammerskins Portugueses*. This operation marked a change in these groups' activities, leading to a decline of their acts of violence for a few

years (Da Costa, 2011). However, this break in verbal and physical violence is over. Hate speech has gradually increased, especially in 2017, and even more in 2018, and the birth of a far-right party at the beginning of 2019 is a demonstration of that.

Since 2017, a group of events in Portugal have raised awareness for this phenomenon in the country, making it a bigger topic on the national political agenda, namely racial insults and threats on social media, arson attacks against the Romani community citizens' properties, police violence against black citizens for alleged racial bias, amongst other events that included violence also motivated by homophobia.

Radicalization and violent extremism in Portuguese sports

Another context that is known to be problematic in Portugal (and that shows the connection between politics and football) is that of the sports fan groups. These lead episodes of violence through racially motivated speech and promote segregation based on club choice, and their chants frequently brush the topics of discrimination and prejudice. An example of these types of provocations happened on February 6th 2020, when a black player left the field after having been the target of racial insults and provocation by some of the opposing team's supporters.

However, it is important to highlight that there have been growing numbers of violent events by sports fan groups which are not always targeted at people from rival clubs. It is organized violence, like the recent example of what happened on May 15th 2018, when a group of supporters of a Portuguese football club broke into their club's training center, threatening and assaulting the players and staff, which was considered as a terrorist act by the Portuguese Justice. This action might have been motivated by the poor results of the club during that season.

Violence is a label that has degraded the image society has about sports fan groups, especially because of the countless assault cases against supporters, during and after club matches, and there have been a few deaths caused by club rivalry

The theme of the influence of extremist ideology in sports is especially relevant in Portugal where for a few years there have been nationalist factions with ties with far-right political parties and movements within football fan clubs. In the 1990s, far-right groups instrumentalized some of these groups to recruit new members (Da Costa, 2011), something that could be happening again according to information received by the Portuguese police forces that investigate these phenomena, having shown this same concern back in 2016, at the time of the *MATES Project - Multi agency Training Exit Strategies for Radicalized Youth*.

There are many reasons why extremism or radicalization are related to sports, especially because of the pull factors: groups such as sports fan groups provide a sense of belonging, protection and fellowship. These are determining factors in youth development, especially for children and young people who are in fragile or at-risk situations because of social, economic and/or family reasons. If we look deep into it, your club's football game is about you and them, it is about supporting in defeating and not giving up, even if that implies degrading or humiliating

the opposing club to show your dedication. Football has a group dynamics that provides structure and social support, and these groups are very often the only place where one can find and experience fellowship or even have the experience of family ties (Radicalization Awareness Network, 2019).

Despite the recent highlight on issues of values and ethics in sports, we are frequently confronted with examples of unethical behavior in the media and sports spaces, led by managers, coaches, athletes, parents and the general public.

Sports is vastly represented in the Portuguese population, and is especially linked to football clubs. At the same time, sports clubs have a great impact because of the value attached to football and club preferences, becoming a milestone in the development of the feeling of belonging to a group.

Therefore, acknowledging the number of violence and extremism cases in the world of sports, we need to emphasize the union that sports can enhance. In fact, these can contribute to prevention through the development of capable pedagogical and professional methods, creating opportunities so that young people can work on their attitudes and life skills that make them resilient to the ideological exploitation and the allure of extremist violence (Radicalization Awareness Network, 2019).

Governmental initiatives to combat violence and extremism in Portuguese sports

Similarly to the previous Program, the *Programa do XXII Governo Constitucional* (XXII Constitutional Government Program), in office from 2019 until 2023, stipulates the intervention in violence related phenomena associated to sports events, with a special focus on deterring manifestations of racism, xenophobia and intolerance. This measure reinforces the law created for that purpose (Lei nº 39/2009, de 30 de Julho), which concerns the *Segurança e Combate Ao Racismo, À Xenofobia e à Intolerância nos Espetáculos Desportivos* (Security and Combating Racism, Xenophobia and Intolerance in Sports Events).

In 2018, the Portuguese government created the *Autoridade para a Prevenção e Combate à Violência no Desporto* (APCVD) - Authority for the Prevention and Combating of Violence in Sports - a State service whose mission is to prevent and monitor compliance with the legal regime of safety and combating against racism, xenophobia and intolerance in sports events in order that they can be held safely and in accordance with the ethical principles inherent to sport practicing (APCVD, <https://www.apcvd.gov.pt/>). This authority collaborates directly with the *Instituto Português do Desporto e Juventude* (IPDJ) - Portuguese Sports and Youth Institute - and with the *Comissão para a Igualdade e Contra a Discriminação Racial* (Commission for Equality and Against Racial Discrimination)

Furthermore, a multi-institutional group was also set up within the scope of the *Comissão Permanente do Conselho Nacional de Desporto* - National Sports Council Permanent Commission (Decreto-Lei nº 266-A/2012, de 31 de dezembro), whose mission is to monitor and regulate these issues. This platform is coordinated by the *Gabinete do Secretário de Estado da*

Juventude e Desporto (Secretary of State Office for Youth and Sports), and the following entities are represented in it: the Internal Administration, from the *Ministério da Administração Interna* (Ministry of Internal Affairs), as well as the *Guarda Nacional Republicana* (Republican National Guard) and the *Polícia de Segurança Pública* (Public Safety Police); the Justice sector, through the *Procuradoria-Geral da República* (Attorney General's Office) and the *Conselho Superior de Magistratura* (High Judicial Council); as well as the Sports sector, where the IPDJ, the APCVD, the *Comité Paralímpico de Portugal* (Paralympic Committee of Portugal), the *Confederação do Desporto de Portugal* (Sports Confederation of Portugal), the *Federação Portuguesa de Futebol* (Portuguese Football Federation), the *Liga Portuguesa de Futebol Profissional* (Portuguese Professional Football League), the *Confederação das Associações de Juizes e Árbitros de Portugal* (Confederation of Associations of Judges and Referees of Portugal), and also a representative of the *Tribunal Arbitral do Desporto* (Sports Arbitral Tribunal).

The implementation of these many measures is an evidence that the Government is addressing these issues in its most diverse aspects in an organized and properly articulated manner. From this perspective, prevention plays an extremely important role.

Violência Zero - Zero Violence (*Violência Zero*, <https://www.violenciazero.gov.pt/pt>) is the name of the national campaign to prevent and combat sports violence, uniting the *Federação Portuguesa de Futebol* (Portuguese Football Federation) and the APCVD. It started its activity on April 17th 2019, and aims to raise awareness of the violence phenomenon by promoting ethical sports values, such as cooperation, respect, solidarity, fair play and tolerance.

The campaign implementation began with the airing of a *Violência Zero* television spot, in which five ordinary people, real football fans who did not know each other, gathered around a table and recalled football related moments that were important to them. The result was four stories of joy, enthusiasm, love and pride, and in closing the moment that José wishes had never happened. A real story of violence that immediately brings the atmosphere of joy surrounding that table to an abrupt end. The campaign slogan is "There are times when sports are forever... Don't let violence be one of them". The television spot aired on the main Portuguese television channels and the private channels dedicated to sports news and sports in general, as well as websites for the Portuguese Olympic Committee, the Portuguese Paralympic Committee, the Portuguese Sports Confederation, the Portuguese Football Federation, the Portugal League, among many others which joined this campaign.

The #ViolenciaZero has a strong digital presence on Facebook and Instagram, where it spreads educational initiatives and resources within the scope of the *Plano Nacional de Ética no Desporto* (PNED) - National Plan for Ethics in Sports and also shares good examples in Portugal and in the world, news and good practices in the field of sports ethics.

In collaboration with the *Ministério da Educação* (Ministry of Education), schools were challenged to create the "*Semana Contra a Violência no Desporto*" (Week Against Violence in Sports), from May 13th to May 17th 2019, during which activities were developed with children and youngsters within the scope of Physical Education to prevent and combat sports violence.

The #ViolênciaZero campaign wishes to involve the whole of civil society and during its startup it was supported by dozens of public figures from many different sectors of society, a list that has been growing. From champions, medalists, olympic and paralympic athletes, to footballers, referees, sports officials, even commentators, journalists, hosts, actors, singers and writers (Violência Zero, <https://www.violenciazero.gov.pt/pt>).

Vulnerability of Portuguese youth in radicalization and violent extremism by organized groups of football club supporters

It is unfair to say that the problems of violence and extremism in football are only associated with sport. We can identify some risk factors for the radicalization of young people that cover individual, family, social, economic and political issues, feelings of anger and injustice, the creation of 'us versus them' narratives, which go from discontentment with local policies for cultural and identity crises. In fact, we are talking about social issues that need to be taken care of in Portugal since this happens more often and with a greater intensity in the most disadvantaged places in large cities (Azevedo & Baptista, 2009).

Making the connection between these factors, we cannot forget that in disadvantaged contexts such as *bairros sociais* (housing clusters cofinanced by municipalities for families with economic difficulties, which exist mainly in the most populated cities in Portugal), the organized groups of football club supporters are the greatest unifying force, emphasizing the cultural importance that soccer has in the country. In these groups there are people from different family generations, and it is these groups, mostly local or regional subgroups of great organized groups of football club supporters, who ensure a space of belonging, protection and brotherhood. Therefore, football clubs are right when they say that the importance of sports fans and the aggressive behavior of their collective groups is not their problem, but rather a social problem (Radicalization Awareness Network, 2019).

We cannot remain indifferent to the fact that the experience of engaging in delinquent acts in groups, which are organized by these groups, can be rewarding for the socialization process of these young people. Belonging to a group facilitates their social status and importance in the family and social context in which they live. As a result, a different status may promote better access to local opportunities for you and your family. On the other hand, delinquency can be, as it were, a sign of personal and social skills to participate in social life, even if this implies the violation of rules and laws, sometimes more consciously than at others.

The results of the international project *PROMISE - Promoting Youth Involvement and Social Engagement - Opportunities and challenges for conflicted young people across Europe*, which was part of a Portuguese team coordinated by PhD Raquel Matos, from the Portuguese Catholic University, reveals how juvenile delinquency in the country continues to be strongly associated with structural problems. This is a harsh reality that reveals how social and gender inequalities continue to be a marked feature in the characterization of young people in situations

of conflict who tend to reach the courts, thus making knowledge about the social learning processes of delinquency crucial. (Matos et al., 2018)

Hence also the need to consider that children have the say in multiple types of relationships and can resist origin inequalities and the action of institutions, and can develop trajectories considered atypical. Some manage to develop strategies to avoid certain social problems such as violence and delinquency while remaining peaceful in the midst of very violent life situations.

Portuguese projects with young people against intolerance

Physical-sports practices are a significant opportunity for the comprehensive training of young people, benefiting their physical and mental health, contributing positively to the promotion of the development of attitudes and values, personality assets that enhance diversity and, in this sense, we can guide them for a positive impact in combating extremism. Regarding a National Strategy to Combat Terrorism, applied by Resolução do Conselho de Ministros n.º 7-A/2015 (Resolution of the Council of Ministers no. 7-A / 2015), in which Portugal committed to “Developing a critical sense among young people, involving the sectors of education, training and youth animation, and boosting a pedagogical orientation towards education for citizenship”, we present the projects that have crossed the fight against discrimination and violent extremist thinking and behavior in young people in sports.

The *Plano Nacional de Ética no Desporto* (PNED) - National Plan for Ethics in Sport - is an initiative of the IPDJ and the Secretaria de Estado da Juventude e do Desporto (SEJD) - *Secretariat of State for Youth and Sport* – which aims to promote ethics and values in sport. This plan, in addition to providing for awareness-raising actions against violence in sport and ways of prevention among the youth population and their parents and caregivers, also involved the implementation of a "Training Actions - Ethics in Sports" program with sports agents (from the areas of sports training, exercise and health, physical education and school sports, sports management, physical and sports activities by people with disabilities, physical and sports activities in natural spaces, arbitration, sports medicine and media), reinforcing those with competences as multipliers of the actions of this National Plan. The project also contemplates the development of didactic material (e.g., written documents, worksheets, powerpoints, etc.) presenting itself as a response with a theoretical / reflective dimension and a more operational / practical dimension, based on a pedagogical / didactic / methodological basis logic.

This program was created by *Rede de Escolas do Ensino Superior Politécnico com Formação em Desporto* - Polytechnic Higher Education Schools Network with Sport Training - and implemented by the Polytechnic Institutes of Leiria, Porto, Santarém, Setúbal and Viseu in association with the IPDJ/ PNED. More information on Ethics in Sport can be found at <http://www.pned.pt/>.

Also, within the scope of the PNED and in partnership with the IPDJ, the *Desporto sem Bullying* program - Sport without Bullying - is being implemented, promoted by the Faculty of Human Motricity, which carries out a set of awareness actions among the school and adult population that aims to prevent this problem. Within the content developed, we highlight the two television campaigns: the aforementioned *Violência Zero* promoted by SEJD, and *Juntos é Melhor* promoted by IPDJ / PNED; and also a weekly section on the national radio Antena 1, entitled "*Move-te por valores*" - Move for values - , which tells a positive story that has occurred in sport as opposed to the negative ones. The objective of this project is to bet on counter-narratives, demonstrating what can be done positively to combat stereotypes and prejudices associated with bullying situations.

The *Programa Nacional de Desporto para Todos* - National Sport for All Program - was prepared in accordance with the international guidelines of the *Sport for All* movement and adopts the definition enshrined in the European Charter for Sport, *Constituição da República Portuguesa* - Constitution of the Portuguese Republic -, a *Lei de Bases da Atividade Física e do Desporto* - Basic Law for Physical Activity and Sport - (Lei n.º 5/2007, de 16 de Janeiro) and a wide range of international institutional guidelines published by the European Union and the Council of Europe, the United Nations, the World Health Organization and the International Olympic Committee. Its mission is based on pillars aimed at promoting and developing sports, education for and through sport and health promotion. It also has the macro objective of inclusion through participation and, consequently, to prevent and combat exclusion and discrimination. More information is available at <http://www.idesporto.pt/conteudo.aspx?id=173&idMenu=4>.

The "ALL IN - Towards gender balance in sport" project, oriented towards gender equality issues, took place between March 2018 and October 2019 and was implemented in a partnership between the Council of Europe and the European Union that included 18 partner countries (Albania, Austria, Azerbaijan, Belgium, Bulgaria, Croatia, Denmark, Finland, France, Georgia, Greece, Israel, Lithuania, Montenegro, the Netherlands, Serbia, Spain and Portugal) and had the support of the International Olympic Committee.

It aimed to level the playing field in terms of gender inequalities that still persist in many aspects of the world of sport, from sports practice to training activity, in leadership roles, or in media representation, and at all levels - from basic sport to high performance sport. Progress in Europe remains slow and fragmented, although there has long been recognition that this is an area of concern and a political imperative.

The tools produced at ALL IN aimed to support public authorities and sports organizations in the definition and implementation of policies and programs that promote equality between men and women in sport, and the incorporation of a gender mainstreaming strategy.

The project was developed in two phases. Firstly, there was a data collection campaign at European level on gender equality in sport (in 5 strategic areas: leadership, training, participation, gender-based violence and media / communication), in order to monitor progress, allow comparisons between countries and sports and to support the definition of evidence-based

policies. Secondly, concrete resources were produced and activities were developed to support the formulation of policies to promote change.

The results of the data collection gave rise to the production of a global analytical report accessible at (<https://rm.coe.int/analytical-report-of-the-data-collection-campaign-all-in-towards-gende/1680971a71>), 16 infographics with data on the situation of women and men in sport in each country, a “How gender equality is addressed in Europe” Dashboard and an interactive website that includes the following tools: awareness tools, the “How to make an impact on gender equality in sport - all you need to know ” Toolkit and an online library of practices and resources that include creative and inspiring examples in the way they approach gender equality.

The “Pro Safe Sport_Start to talk” project took place between April and December 2017, in partnership between the Council of Europe and the European Union, in which the Government and the IPDJ participated, and aimed to raise awareness among governments and non-governmental organizations about sexual abuse of children in sport. The results of this initiative are a Digital Resource Center (<http://pjp-eu.coe.int/en/web/pss/resource-centre>), a resource center for use by sports clubs, associations and federations, parents, athletes and public authorities. The Resource Center compiles good practices, legislation, intervention projects and other work developed in this area. An English language summary of resources originally available in other languages has been provided. A group of experts has been set up (<http://pjp-eu.coe.int/en/web/pss/experts>), made up of politicians; researchers; specialists in victim support and sports agents with knowledge of the matter. A toolkit was also developed containing thematic sheets on sexual abuse of children and young people in sport. This kit is intended for sports agents, national authorities, parents and athletes. The version translated into Portuguese, which is also available on the website, had the support in the review from the - National Commission for the Promotion of the Rights and Protection of Children and Youth. Finally, within the scope of this project, in 2018 a video campaign (<https://www.coe.int/en/web/sport/start-to-talk>) was launched at the National Museum of Sports. This was associated with the celebration of the European Day for the Protection of Children against Sexual Exploitation and Sexual Abuse - November 18th, an event promoted by the Secretary of State for Youth and Sports and organized by the IPDJ, in partnership with the National Commission for the Promotion of the Rights and Protection of Children and Youth and the Portuguese Confederation of Coach Associations.

These are the ongoing or recently completed projects, which have had an important impact on the way Portuguese entities with responsibilities for sport, education and social policies act in the face of social problems, and whose ultimate purpose is to intervene to bring down prejudices and ideological extremisms that fragment Portuguese society. Given the growing commitment of the Portuguese society to combat these situations, we will certainly present more initiatives in future updating moments.

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